



Regional Livestock and Pastoralism Policy Training

Part 1: Livestock, Trade and Economics



22nd to 26th September 2008
Nomads Palace Hotel, Garissa, Kenya



Contents

1.	Background	1
2.	Training Content and Approach	1
2.1	Analytical framework	1
2.2	Training approach: the use of policy narratives	2
2.3	Training materials	3
2.4	Outline of the training course	3
3.	Overview of Pastoralist Livelihoods in the COMESA Region	4
3.1	Assets	4
3.2	Vulnerability context	5
3.3	Policies, institutions and processes	6
4.	Domestic Livestock Marketing Issues and Policy Implications	6
5.	Cross-Border Trade and Policy Implications	7
6.	Regional and International Livestock Trade	9
6.1	Facts, figures and trends in livestock marketing	9
6.2	Commodity-based approaches to trade in livestock products	11
7.	Livelihoods Diversification in Pastoralist Areas	13
8.	Key Issues for a COMESA Policy Framework on Food Security in Pastoral Areas	14
8.1	Pastoralist livelihoods	14
8.2	Domestic livestock marketing	15
8.3	Cross-border livestock marketing	15
8.4	Regional and international livestock trade	16
9.	Next Steps: The Importance of Mobility	17
	Annex 1: Participants and facilitators	18
	Annex 2: Participant's evaluation of the training	19

Acknowledgements

The Regional Livestock and Pastoralism Training Course (Part 1) was an activity of the Pastoral Areas Coordination, Analysis and Policy Support (PACAPS) project, under the Regional Enhanced Livelihoods in Pastoral Areas (RELPA) programme, funded by the United States Agency for International Development East Africa and implemented by the Feinstein International Center, Tufts University in partnership with the COMESA Secretariat and CAADP. Additional support was provided via a grant to COMESA from USAID EA, also under the RELPA programme. Professor Peter Little provided support to the training with the assistance of the International Institute for Environment and Development Drylands Programme.



1. BACKGROUND

In the Comprehensive Africa Agriculture Development Programme (CAADP), the Common Market for Eastern and Southern Africa (COMESA) is tasked with developing a regional policy framework on pastoralism. This initiative is supported by a project called *Pastoral Areas Coordination, Analysis and Policy Support* (PACAPS) and recognizes that within the COMESA region pastoralists are among the most vulnerable and food insecure communities. To assist COMESA to strengthen its capacity in pastoralism and livestock issues, the PACAPS support includes the secondment of a senior policy adviser to the COMESA Secretariat, plus assistance with convening a Regional Livestock and Pastoralism Forum as a means to foster consultation with a range of governmental, private sector and civil society stakeholders. In addition to these activities, PACAPS works with COMESA to design specific training courses covering key aspects of pastoralism and policy. This report summarizes the first training course which took place in Garissa, Kenya from 22nd to 26th September 2008 and focussed on livelihoods analysis, and livestock marketing and diversification issues. A second training is planned for November 2008 to look at natural resource management, pastoralist mobility, conflict and pastoralist civil society and representation.

The training focused on professional staff from the COMESA Secretariat, but also included representatives from the African Union/Interafrican Bureau for Animal Resources, the Livestock Policy Initiative of the Food and Agriculture Organisation and Intergovernmental Authority for Development (IGAD), and national representatives from Djibouti, Ethiopia and Kenya. The training aimed to introduce the livelihoods analytical framework as a tool for reviewing and analyzing pastoralist livelihoods, and then applied the tool to examine livestock marketing and livelihoods diversification, and related policy options. Livestock marketing was examined at domestic, cross-border, regional and international levels.

The objectives for the course were:

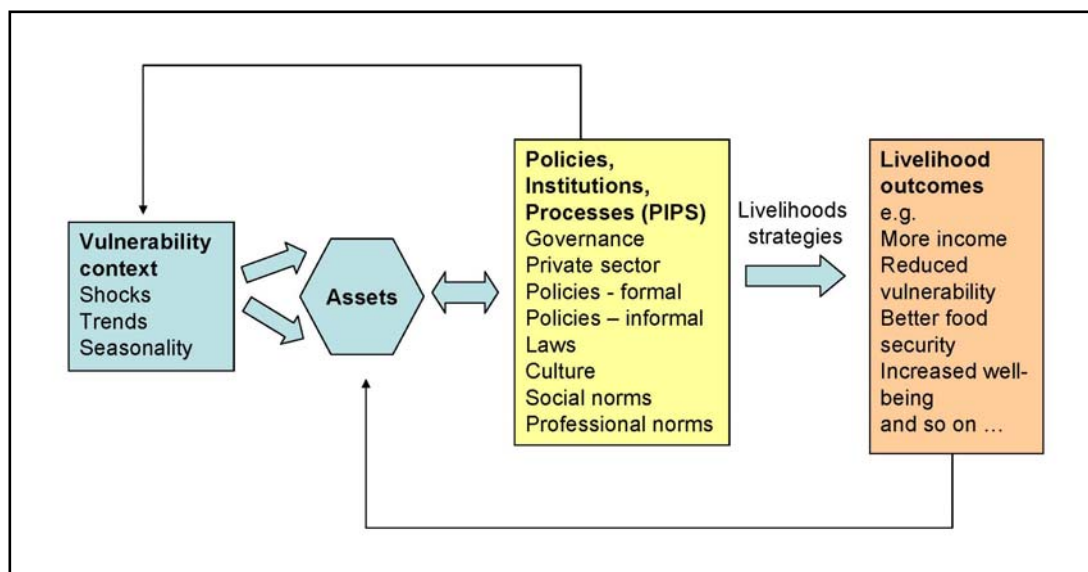
- Objective 1: To introduce COMESA and CAADP to livelihoods analysis in pastoralist areas and the use of a livelihoods framework as an analytical tool
- Objective 2: To improve knowledge and understanding of pastoralist livestock marketing issues at domestic, regional and international levels and the related policy options available to COMESA
- Objective 3: To improve knowledge and understanding of trends in pastoralism in the COMESA region, related experiences in livelihoods diversification and policy options available to COMESA

2. TRAINING CONTENT AND APPROACH

2.1 Analytical framework

The analytical method used during the training was livelihoods analysis using the sustainable livelihoods framework. The framework enables a description of local individual, household or community 'assets' to be positioned and analyzed against factors which contribute to vulnerability, such as seasonality, shocks and trends. The framework also allows examination of formal and informal policies, institutions and processes which affect the ways in which people are able to protect or develop their assets. This part of the framework includes sub-national, national, regional and international policies and institutions and, therefore, is highly relevant to a regional body such as COMESA.

The sustainable livelihoods framework



“A livelihood comprises the capabilities, assets (including both material and social resources) and activities required for a means of living. A livelihood is sustainable when it can cope with and recover from stresses and shocks, maintain or enhance its capabilities and assets, while not undermining the natural resource base.”¹

2.2 Training approach: the use of policy narratives

The training approach focused on a mix of presentations and group work. This was complemented by presentations from invited speakers from around Garissa, and a visit to the Garissa livestock market.

Most of the discussion groups used the notion of contrasting policy narratives as a means to prompt analysis.

- Policy narratives are like short stories, often with a beginning, a middle and an end
- Policy change and support for one position or another is heavily influenced by how people interpret and believe narratives
- Over time and with repetition, narratives are perceived as truth, almost as sacrosanct and not open to question
- As policy narratives become dominant, fewer and fewer people look back to the original evidence from which a narrative was derived – assuming there was any evidence in the first place

An example of two contrasting policy narratives used during the training:

“Pastoralists are rich! They have all these animals compared to other people, so why do we keep being asked to give them special attention? We need to focus on poorer communities instead of these nomads and their huge herds”.

“Poverty in pastoral areas is complex. Even those with large herds are vulnerable because of many risks to their livelihood. When making policy, we need to answer the question ‘Where specifically is poverty in pastoral areas?’”

¹ From Scoones, I. (1998), Sustainable Rural Livelihoods: A framework for analysis. IDS Working Paper 72, Institute of Development Studies, Brighton.



The final sessions of the training aimed to draw out key facts, issues and policy narratives which might feature in a COMESA policy on food security in pastoral areas. The intention was not to produce any of the final content of the policy, but to flag important aspects in relation to the mandate and strategies of COMESA and some of its ongoing activities.

2.3 Training materials

Training materials comprised copies of all presentations and supporting material in the form of handouts. These materials were also made available in electronic form on a CD-ROM. Participants were given copies of the book *Pastoral Livestock Marketing in Eastern Africa: Research and Policy Challenges* edited by McPeak and Little, and copies of the DVD *A Commodity-based Trade Approach for Livestock Products*.

2.4 Outline of the training course

Day 1, Monday 22nd September

Welcome and introductions	Francis Chabari, Chief of Party, PACAPS
Morning session	<i>Livelihoods Analysis and Regional Overview of Pastoralism</i> Lead facilitator: Dr. Andy Catley, Feinstein International Center, Tufts University
Afternoon session	<i>Pastoralism and Policy Narratives</i> Lead facilitator: Dr. Andy Catley, Feinstein International Center, Tufts University

Day 2, Tuesday 23rd September

Morning session	<i>Pastoralist Livestock Trade – Domestic Issues and Constraints</i> Lead facilitator: Yacob Aklilu, Feinstein International Center, Tufts University
Afternoon session	<i>Cross-border Livestock Trade and Pastoralism</i> Lead facilitator: Professor Peter Little, Emory University

Day 3, Wednesday 24th September

Morning session	<i>Garissa Livestock Market</i> . Presentation by Dr. Ahmed Mohammed and visit to market <i>Cross-border Livestock Trade and Pastoralism (continued)</i> Lead facilitator: Professor Peter Little, Emory University
Afternoon session	<i>Bank Products for Pastoralist Areas: the Mifugo Biashara package</i> , presentation by Mr. Raphael Ngera, Equity Bank, Garissa <i>International Trade in Livestock from Pastoralist Areas</i> Lead facilitator: Yacob Aklilu, Feinstein International Center, Tufts University Film 'Commodity-based Trade in Livestock Products'

Day 4, Thursday 25th September

Morning session	<i>Commodity-based Approaches to International Trade in Livestock Products: Update and Institutional Issues</i> . Lead facilitator: Dr. Andy Catley, Feinstein International Center, Tufts University <i>Livelihoods Diversification and Pastoralist Livelihoods</i> Lead facilitator: Professor Peter Little, Emory University
-----------------	---



Afternoon session

Pastoralism - Some Initial Policy Options for COMESA. Dr. Andy Catley, Feinstein International Center, Tufts University

Day 5, Friday 26th September

Morning session

Pastoralism, Livestock and Markets: Policy Options for COMESA.
Lead facilitator: Dr. Andy Catley, Feinstein International Center, Tufts University

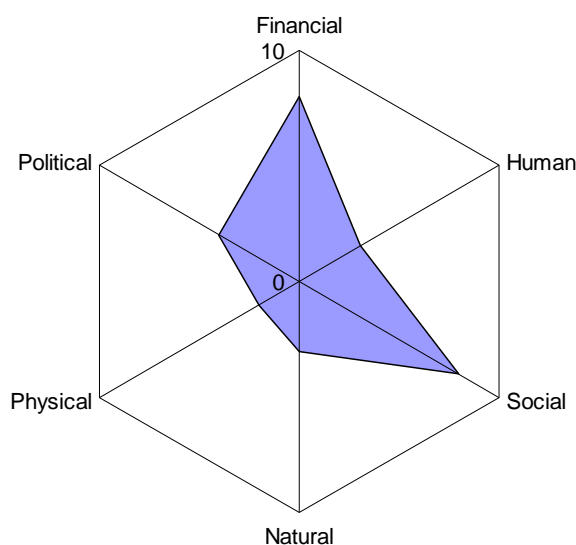
3. OVERVIEW OF PASTORALIST LIVELIHOODS IN THE COMESA REGION

The first part of the training was an analysis of pastoralist livelihoods in the COMESA region using the livelihoods framework. This part of the report summarizes some of the information which was presented and discussed on the assets of pastoralist communities and their vulnerability context. The point was made that although all pastoralists rely heavily on livestock, there is considerable variation between pastoralists within the region in terms of ethnicity, culture, religion, environment, access to markets and other factors.

3.1 Assets

- **Financial capital** comprises inflows of cash from income, gifts, etc. as well as stocks and savings held by a family. Pastoralists have relatively high financial assets in the form of livestock and in some areas, also cash remittances – but also face high vulnerability to capital losses and food insecurity.
- **Human capital** is the skills and knowledge of family and people, the ability to work, good health, strength, etc., and the quantity and quality of labour. Pastoralists possess rich indigenous knowledge but have very poor access to human health and formal education. Within a given country, health and education indicators are often far worse in pastoralist areas relative to national-level figures.

A typical pattern of assets in pastoralist communities



- **Social capital** is the networks and relationships that people develop and use to build trust and enable them to work together effectively and efficiently; relationships of reciprocity and exchange; working in cooperation; providing safety nets and support.



Pastoralists usually possess high social capital, not least because cooperation between households is needed to manage livestock in a harsh environment. Their social capital includes complex social support systems based on the exchange of livestock.

- **Natural capital** is the natural resources on which a livelihood depends; pastures, water, soil, trees and tree products, genetic resources, etc. Natural capital is often relatively low in pastoral areas e.g. low and variable rainfall, but pastoralists '*do a good job in managing in a harsh environment*'.
- **Physical capital** is the infrastructure and producer goods that support a livelihood and allow people to be more productive – shelter, transport, tools, etc. As a general rule, infrastructure is far lower in pastoral areas compared with other areas of a given country. Roads and communication infrastructure is usually very weak.
- **Political capital** is the political representation and voice of pastoralists, and includes the capacity of these communities to make claims on government for protection and basic services. In the region as a whole, pastoralists are poorly represented within government, and the economic and social benefits of pastoralism in terms of national economies are not well understood. Weak infrastructure (physical capital), loss of key resource assets (e.g., dry season pastures and water points) and weak education and health services (human capital) are a reflection of relatively low political capital.

3.2 Vulnerability context

The vulnerability context of pastoralists was presented and discussed in relation to the apparent contradiction between their high financial assets (livestock) but also, a high risk of sudden food insecurity and destitution. Various aspects of vulnerability were noted:

- **Seasonality** – pastoralism is characterized by marked seasonal variations in food supply and income, with 'good times' usually associated with wet seasons and related milk production and good condition of livestock, and times of food insecurity associated with late dry season and early wet season. Seasonal variations in indicators such as milk production and the terms of trade for livestock and cereals were discussed, particularly in relation to the food security of children in pastoral areas.
- **Trends** – important trends in pastoral areas included:
 - Climatic trends, including an apparent increase in the frequency of drought in some areas and/or, the increased impact of relatively minor droughts (in terms of reduced rainfall) on livelihoods. The impact of drought on food security was discussed by reference to the normal seasonality of pastoral areas and how prolonged dry periods affect terms of trade and child malnutrition. The impact of diseases, such as malaria, during the early wet season was also noted. These issues were also discussed in relation to the typical but dominant response of aid agencies (i.e. food aid), and the benefits of lesser-used livelihoods-based programming. While drought is often regarded by aid agencies as a 'shock', it is an expected event in pastoral areas and often occurs every five to seven years or more frequently in recent years.
 - Conflict – different types and levels of conflict were outlined, ranging from local resource-based disputes through to international trends such as security agendas related to perceptions of terrorism.
 - Population – human population growth was noted as an important trend both within pastoral areas, and in neighbouring areas which might encroach into pastoral areas.
- **Shocks** – important shocks included outbreaks of certain livestock diseases which either caused high mortality (e.g. peste des petits ruminants) or resulted in market restrictions (e.g. Rift Valley fever).



3.3 Policies, Institutions and Processes

The policies, institutions and processes box of the livelihoods framework was explained in general terms, and with recognition that policy and institutional constraints could exist at sub-national, national, regional or international levels.

Two specific policy issues were also examined viz. the nature and spatial distribution of poverty in pastoral areas, and the contribution of livestock and pastoralism to national economies.

What and where is poverty in pastoral areas?

It was noted that pastoralists themselves often describe wealth and poverty by reference to both livestock holdings (financial capital) and social support systems (social capital). In short, wealth is defined in terms of animal and social assets, while the poor are those which have low levels of both. But what and where is poverty in pastoral areas? Most policy makers fail to distinguish between pastoral poverty (i.e., poverty among pastoralists) and the presence of poverty in pastoral areas. Most recent studies show that poverty in pastoral areas is concentrated around settlements and towns where destitute, ex-pastoralists and other poor concentrate, often encouraged by the availability of food aid and services in these centres. In contrast, those households still practicing mobile pastoralism usually have lower rates of poverty than settled populations. As noted earlier, this is not to imply that wealthy herders are not vulnerable to shock-induced herd losses and food insecurity.

The economic contribution of livestock and pastoralism

Data from Ethiopia was used to illustrate how livestock contribute to the national economy. Around 20% of gross domestic product was derived from livestock, although this estimate did not take into account the economic value of draught animals for ploughing or transport, the use of dung for manure, or informal (unrecorded) livestock trade. Pastoral areas of Ethiopia accounted for approximately 100% of the national camel population, 73% of the goats, 25% of the sheep and 20% of the cattle.

As most of the later training sessions focussed on policy and institutional arrangements related to livestock marketing, further details are provided in the following sections of the report and in the training materials (handouts and CD-ROM).

4. DOMESTIC LIVESTOCK MARKETING ISSUES AND POLICY IMPLICATIONS

This session provided an historical overview and update of domestic livestock marketing in pastoralists areas, focussing on experiences in Kenya, Ethiopia and Sudan. It explained how markets were organised and the roles of various formal and informal actors in making markets work. A key part of the session looked at marketing interventions in pastoral areas since the 1970s and heavy investments by aid donors and governments in market infrastructure, often with limited impact. This led to discussion around two contrasting policy narratives for livestock marketing:

“The development of livestock markets is entirely dependant on infrastructure”.

“Policy and institutional support are critical for the development of livestock markets”

The session then explained some common but outstanding constraints such as:

- The disconnects between investment in new infrastructure (e.g. abattoirs) and analysis of current or future demands for meat, supply capacity, and marketing routes



- The myriad of formal and informal taxes applied to livestock trade, making it the most heavily taxed agricultural business in the region
- Weak veterinary services, including low government investment, very slow adjustment to privatisation of clinical services, inappropriate attention to disease free zones and poorly managed quarantine facilities
- Limitations in financial services, partly due to the non-acceptance of livestock as collateral by formal credit providers
- Poor roads, leading to transport costs making up a very high proportion of transaction costs for traders
- Conflict resulting in disruption of markets and trade routes, organised raiding of livestock and 'war economies'.
- Too many intermediaries and powerful cartels, with each level of transaction cost passed on to the producer

With these constraints in mind, key policy and institutional options included:

- The creation of policy frameworks and management arrangements for marketing infrastructure before proceeding with construction
- Rationalising and streamlining taxes
- Strengthening of financial services e.g. see the Livestock Bank in Sudan and the new financial products offered by Equity Bank in Kenya
- Assist producers to bypass middlemen and transact more directly with final buyers e.g. producer groups in Ethiopia
- Streamline the bureaucracy e.g. 'One-Stop Shops'

The session ended with a review of positive recent developments in Kenya and Ethiopia.

5. CROSS-BORDER TRADE AND POLICY IMPLICATIONS

This session began with an historical overview of the main cross-border pastoral areas of the Horn of Africa, and the notion of borders as sensitive political boundaries which inadvertently cut through natural trading, socio-cultural and economic areas. Misunderstandings around the nature of cross-border trade are compounded by limited official statistics. In one sense, cross-border trade was a form of international trade but rarely treated as such by governments. A range of commodities are traded in cross-border areas including cereals, other food items (sugar, tea, pasta etc.), electronics, mirrah, charcoal and of course, livestock.

In groups, participants discussed the validity of two policy narratives:

"Cross-border trade is a contraband activity, harmful to the livestock sector and a drain on national economies and livestock resources".

"Cross-border livestock trade is critical to regional economies, and is good for the economies of different countries and the region as a whole".



Some facts which emerged about cross-border trade were:

- It is highly dynamic with very adaptive and forward-thinking actors; it has responded to technological opportunities (e.g. cell phones) and marketing opportunities (e.g. fattening systems; selective breeding)
- It has its own regulatory institutions, market information systems and financial services
- Although often perceived as not contributing to national economies, various economic benefits result from cross-border trade including payment of market taxes and transit fees, payment for services such as water and market facilities, linkages with formal trade in milk, meat or hides and skins
- Cross-border trade in livestock is strongly linked to trade in other commodities such as grains and other foodstuffs
- Most cross-border trade is not in illegal goods such as arms, but in clean commodities such as foodstuffs and livestock

By reference to COMESA concerns about food insecurity in pastoral areas, this session also looked specifically at the impact of cross-border trade on livelihoods.

Cross-border livestock trade and human food security in pastoral areas

The trade of livestock across border in remote pastoral areas is critical:

- Cross-financing of food trade through cross-border trade
- Experience over 15 years shows how a slow-down in cross-border trade hurts food imports and affects food prices in border regions and beyond
- As pastoralists depend on market purchases, especially to exchange livestock for cereals, cross-border trade finances food purchases by pastoralists

It follows that the principle of “Do No Harm” should apply to possible government interventions around cross-border trade. In the event that interventions disrupt or block the trade, are governments ready with alternative food security support for pastoralists?

With the above information in mind, different policy challenges and questions were posed:

- How best to address policy concerns without constraining the trade – cross-border trade does well without too much government presence
- How to balance:
 - Political concerns about borders and sovereignty, with cross-border trade
 - Animal disease control with the reality of cross-border trade, bearing in mind that cross-border trade is among the fastest growing markets
- How to stimulate better animal prices to counter declining per capita holdings and maintain caloric advantage of buying grain
- What are the objective(s) for “Improved Trade”?
 - To increase volume of livestock revenues for national government, or regional and local governments?
 - To increase foreign exchange earnings with emphasis on overseas export markets?
 - To alleviate poverty among herders, including women and youth?



- To keep economic value in the region and accelerate economic multipliers?
- How can herders 'sell better' i.e. at markets where prices are better or where they receive a higher market share?
- How can animal and product specifications of terminal markets for cross-border trade be better communicated to herders? What is role of government/private market extension here? What is role here of new communication technologies?
- What kind of institutional arrangements and minimal regulations (if any) need to be in place to take advantage of cross-border trade opportunities?
- What kinds of information (and in what format) do policy makers need to address these questions?

6. REGIONAL AND INTERNATIONAL LIVESTOCK TRADE

6.1 Facts, figures and trends in livestock marketing

This session started with an analysis of the role of pastoralist areas in supplying domestic and export markets in the Horn of Africa, and two contrasting viewpoints were discussed:

"Pastoralists become wealthy by accumulating livestock, so they don't contribute much to domestic and export markets. Governments should support them to engage in commercial production systems to maximise the benefits from livestock marketing".

"Pastoralists already contribute a lot to domestic and export livestock markets, and so need not be persuaded to engage in more commercial production".

Some facts which emerged about livestock marketing were:

- The proportion of meat entering domestic markets which was derived from pastoral areas was 100% in Sudan and Somalia, 70% in Kenya, and 25-35% in Ethiopia
- Livestock accounts for 85% of the export revenues in Somalia and 25% of the export revenues in Sudan (after oil); livestock account for less than 5% of export revenues in Ethiopia and Kenya
- Nearly all of the exported livestock are from pastoral areas; in 2006 livestock and meat export were valued at \$125 million in Sudan, \$200 million in Somalia and \$25 million in Ethiopia

According to modelling studies, the growth in global demand for meat will increase until around 2015 and will then level off at approximately 2% per year. The European Union is expected to become a net importer of meat by 2015, but few if any countries in east Africa with high pastoral populations are likely to export to the EU due to sanitary requirements.

Some key challenges for COMESA member states in terms of EU exports were identified:

- A growing demand for particular meat cuts that allow ease of cooking preparation
- An increasing requirement by importers for certification, sometimes by third parties
- Greater need for product safety, especially traceability issues

Visit to Garissa livestock market, Kenya






- Greater concern for animal welfare
- Developed countries will continue to be the major players in growth in global meat production and consumption
- The use of SPS and EU standards as a highly effective form of protectionism

The session ended with discussion on the investments required if countries with high pastoralist populations were to access high value EU markets, particularly in terms of the current SPS arrangements and EU standards. In addition to upgrading of veterinary services and strengthening livestock disease surveillance systems, the use of disease-free zones was reviewed. Increasingly, it was recognized that in addition to concerns over the technical feasibility of disease-free zones were a set of economic issues and benefit-cost analyses associated with different interventions. Furthermore, the costs of social and economic exclusion related to disease-free zones seemed to be high in those countries where fences meant that 70-80% of livestock rearing communities were excluded from international markets.

6.2 Commodity-based approaches to trade in livestock products

This session began with a film on commodity-based trade in livestock products which explained the difference between the current emphasis of SPS on geographical freedom from diseases, as opposed to a commodity-based approach. The film was followed by a presentation which summarized the thinking behind commodity-based trade, by reference to the technical and economic constraints facing disease eradication in Africa, the need to consider safe trade in terms of risk, and the use of processing of livestock products to reduce risk.

Some of the events for raising awareness of commodity-based trade in livestock products were as follows:

- 
- October 2004, publication of a scientific paper on commodity-based trade in the *Veterinary Record* by workers at the African Union/Interafrican Bureau for Animal Resources (AU/IBAR)
 - Late 2004, publication of an AU/IBAR Policy Brief on commodity-based trade
 - 2007, release of the film *Commodity-based Trade Approach for Livestock Products* funded by DFID and endorsed by the African Union Commission
 - March 2008, presentation by PACAPS to the COMESA Ministers of Agriculture Experts Meeting, followed by endorsement of commodity-based approaches by the Ministers
 - April 2008, *Workshop Transboundary animal disease and market access: future options for the beef industry in southern Africa*, run by IDS in Pretoria, South Africa; production of a COMESA Policy Brief on livestock commodity-based trade; April 2008, presentations by COMESA/PACAPS to the East Africa Community and IGAD
 - May 2008, AU/DREA Expert Consultation of commodity-based trade
 - May 2008, AU/IBAR convened African Chief Veterinary Officers meeting at the OIE, Paris



Guidance on commodity-based trade in the Terrestrial Animal Health Code of the *Office international des epizooties* (the 'OIE Code') was reviewed by reference to the underlying emphasis of the code on disease eradication, and the related structure of the code – it is arranged according to diseases rather than commodities. It was further noted that African countries and regional bodies such as COMESA and the African Union were proposing changes to the OIE Code to clarify the safe trade in animal commodities, and that some progress had already been made in this regard. In May 2008, the OIE established a committee to review the issue of commodity-based trade.

The session also examined livestock disease control options for different market access scenarios, and used a framework developed for foot-and-mouth disease in southern Africa². This showed that commodity-based approaches were relatively low-cost but could allow access to various markets. Current SPS arrangements and EU rules would prevent access to EU markets.

Livestock disease control options and market access

Technical options		Market access scenarios					
		High value (forex)/ High risk/ Narrow group benefits			Low value/ Low risk/ Wider group benefits		
		EU export	Direct export to large retailers	Export to emerging markets (Asia)	Regional trade	Domestic urban markets	Local marketing
<div>High cost</div> <div>Low cost</div>	Area based disease freedom	Status quo (high risk, high cost)					
	Export zones with vaccination	An existing option, comparable to South American competition					
	Compartment -alisation	An option to explore, for high value exports, although technical questions and distributional consequences have to be addressed					
	Commodity based trade	A key option for a broad set of high-medium value markets – not yet fully exploited, but requiring investment in product safety testing and certification. Overall lower cost and risk spread.					
	Managing endemic FMD	The default – high volumes, but lower unit values. An important element of the overall picture.					

The session ended with COMESA providing an update of their SPS capacity-building activities and the COMESA Green Pass for regional trade in commodities.

² From Scoones, I. and Wolmer, W. (2008), Foot-and-mouth disease and market access: challenges for the beef industry in southern Africa. Institute of Development Studies, University of Sussex



7. LIVELIHOODS DIVERSIFICATION IN PASTORALIST AREAS

This session started with a definition of livelihood diversification for pastoralists:

“The pursuit of any non-pastoral income-earning activity, whether in rural or urban areas. This definition includes (1) any form of trading occupation e.g. selling milk, firewood, animals, or other products; (2) wage employment, both local and outside the area, including working as a hired herder, farm worker, and migrant laborer; (3) retail shop activities; (4) rental property ownership and sales; (5) gathering and selling wild products e.g. gum arabica, firewood, or medicinal plants; and (6) farming both for subsistence and cash incomes”.

At a policy level pastoralists are often perceived as resistant to economic diversification but in reality many pastoral economies are already diversified and respond to new opportunities. A simple model of livelihoods diversification was described in which conditional variables (e.g. population density, climate) and opportunity variables (e.g. market access, level of education) together with local response variables (e.g. wealth, gender) led to people deciding if and how to diversify at a particular point in time. This introduction was followed by group discussion on the following policy viewpoints:

“Livelihoods diversification always leads to improved risk management and improved pastoral welfare”.

“The reality is that diversity strategies are pursued for survival (post-shock) and may not improve capacity to manage risks or shocks. Lots of development investments are wasted on this misunderstanding”.

An important outcome from the discussion was that essentially, livelihoods in pastoral areas will continue to be based heavily on livestock production and if so, ‘good’ and ‘less good’ types of diversification can be identified:

- Good diversification – is closely linked to the pastoral sector and keeps value added in the region: milk and meat processing, tanning, trading, retail input suppliers, and local natural product gathering/processing
- Less good diversification - charcoal production; firewood sales; export of charcoal; illicit liquors; sex trade; etc; many of these activities hurt the physical environment (natural capital) and social fabric of society (social capital) and in the long run can undermine pastoralism as the main economic activity

In terms of ‘who diversifies?’ research in the Horn of Africa showed that the most wealthy and least wealthy pastoralists in a given area were more likely to diversify. A key factor affecting diversification options was education, which provided access to a range of salaried employment opportunities.

A second discussion group session examined two further policy narratives around diversification:

“Diversification is a means for pastoralists to exit the pastoral sector and should be used as a way to encourage people to leave pastoralism”.

“Many forms of ‘good’ diversification actually support pastoralism and so diversification does not mean an end to pastoralism”.



The session ended with set of policy questions and key lessons:

- What kinds of value-added market activities can enhance local incomes and employment? How can these be linked to small enterprises (meat processing, hides and skin processing, etc.) in pastoral towns to provide employment/livelihoods for ex-pastoralists, very poor households?
- Diversification activities cannot be designed on the basis of “one solution for all” because of local differences in ecology, climate, market access, and wealth
- Improved access to and delivery of education and other supportive services is important for diversification
- Many of the poor in pastoral areas will never re-enter the pastoral sector - encourage skills training; job creation; credit for added-value activities
- Promising examples include sustainable natural resource use (e.g. acacia sap and wild aloe harvesting and animal feed collection), post-slaughter livestock processing and distribution (e.g. hides and skins, meat processing), pre sale or slaughter, animal fattening combined with marketing plans.

8. KEY ISSUES FOR A COMESA POLICY FRAMEWORK ON FOOD SECURITY IN PASTORAL AREAS

The final sessions of the training aimed to draw out key facts, issues and policy narratives from the training which might feature in a COMESA policy on food security in pastoral areas. The intention was not to produce any of the final content of the policy, but to flag important aspects in relation to the mandate and strategies of COMESA and some of its ongoing activities. While recognising the diversity of pastoralism, as a regional body the COMESA policy would need to be broadly applicable across COMESA member states.

8.1 Pastoralist livelihoods

Feedback from discussion groups can be summarized as a mix of descriptions of pastoral assets and policy or programming responses:

“Pastoralists in the region possess important assets which need to be conserved and enhanced”

- **Financial capital** - recognize that pastoralists keep different types of livestock as a risk mitigation strategy
 - Protect production systems and promote better veterinary services
 - Strengthen financial institutions and services, promote local re-investment, further develop insurance mechanisms for livestock
 - Promote small and medium enterprise development
- **Natural capital** - strengthen traditional natural resource management systems and respect pastoral land tenure
- **Human capital** – recognize the challenges of service delivery in pastoral areas
 - Support appropriate education systems and appropriate human health service delivery
 - Support processes to continue the mainstreaming of women’s involvement in development of pastoral areas



- **Physical capital** – particular attention to infrastructure which can assist marketing, such as roads and communications; appropriate livestock market infrastructure with management systems
- **Social capital** – governments to recognise and respect traditional pastoral institutions
- **Political capital** – whose vision are we promoting? We need adequate representation for pastoralists in governance structures and enhanced political voice. Multi-stakeholder and pro-pastoralist approaches are needed.

All of the thinking and strategies outlined above also need to take account of the continuing need for drought preparedness, and at policy level, the notion of drought as a normal event which should be expected and dealt with in development planning.

8.2 Domestic livestock marketing

Feedback from discussion groups was as follows:

- **Harmonisation and streamlining**
 - Of livestock trading standards among COMESA member states
 - Of taxes and levies applied to livestock marketing
 - Of livestock movement regulations and procedures
 - Of livestock disease control policies and programmes
- **Financial services**
 - Access to micro-finance institutions
 - Livestock insurance, especially for animals in transit
- **Enhancing supply**
 - Better veterinary services to reduce mortality
 - Production quality in relation to market demands and grading systems
- **Market support**
 - Appropriate market infrastructure development with management systems in place
 - Production quality in relation to market demands and grading systems
 - Market information system among COMESA member states

8.3 Cross-border livestock marketing

Some general statements about cross-border livestock trade from participants were as follows:

“Cross-border livestock trade exists and helps maintains livelihoods and reduces poverty”.
“It is a good tool for regional integration and conflict resolution”.
“It is a significant contributor to rural economies and international trade”.

In terms of existing COMESA strategies and activities:

- COMESA has a protocol on the free movement of persons but the protocol is not fully implemented. In some countries, security concerns are likely to override the principle of free movement of people across borders.
- Through its Committee on Peace and Security, COMESA is conducting a study *Calculating the Cost of Conflict*; this study might include analysis of the cost of movement restrictions associated with conflict.



- COMESA does not yet have an agreement on the free movement of livestock and livestock products but an SPS legal framework is being developed; the COMESA Green Pass could apply to livestock and livestock products.
- COMESA has a simplified customs regime which enables cross-border trade – a one-stop shop approach – but it was only recently adopted.
- All COMESA member states should align their legislation to the appropriate regional frameworks.

The value of cross-border trade - official statistics on cross-border livestock trade are weak, but some information on the scale and dynamics of the trade is available from researchers and other sources. The trade in pastoral areas is poorly understood among policy makers.

Online information - the cross-border trade might be supported by more accurate and accessible information, including trade routes, supply capacities of member states, processing capacities of member states and demands of member states.

Livestock disease control – livestock movements are currently frowned upon by government partly due to concerns about the spread of trans-boundary animal diseases. However, regional cross-border disease control strategies are needed with collaboration between countries.

Other issues – included suggestions for support to trader associations and livestock producer associations, strengthened financial services and livestock handling facilities.

8.4 Regional and international livestock trade

It was generalised that at a regional policy level, improving understanding of the strengths and weaknesses of disease free zones versus commodity-based trade was a major issue.

COMESA was already fully engaged in various trade promotion activities and therefore it was important to integrate pastoral livestock marketing into these initiatives. For example:

- Through the Green Pass approach COMESA is developing a rigorous and harmonised certification system to promote regional trade
- COMESA is reviewing livestock disease surveillance systems from the perspective of supporting trade, and is conducting a study on quarantine facilities in the region
- Through the Customs Union, COMESA is developing harmonized and streamlined customs regulations
- COMESA is actively enhancing the participation of African countries in policy formulation at WTO, OIE and *Codex Alimentarius*.

In addition to these COMESA activities, additional feedback included:

- Recognition of the current low levels of regional and international trade in livestock products and the importance of non-tariff barriers to international trade and protectionism within potential trading partners
- The need for further and continuous capacity-building on contemporary international trade issues and related skills



- The need for continuous tracking of supply and demand, with efficient information dissemination to relevant actors
- The need for a regional dispute settlement mechanism for those actors using the COMESA Green Pass
- The need for relationships and political influence e.g. as a means to prevent or remove export bans

9. NEXT STEPS: THE IMPORTANCE OF MOBILITY

This first training in Garissa, Kenya will be followed by a second training in Ethiopia which is planned to take place in November 2008. The second training will focus on natural capital in pastoralist areas and the scientific basis for the mobile livestock production systems on which pastoralism is based. The training will also cover experiences of working with traditional pastoral institutions for enhanced natural resource management, and resource-based conflict in pastoralist areas.



Annex 1 Participants and facilitators

Participants

Name	Position	Organisation
Dr. Angel Daka	Coordinator CAADP Pillar III	COMESA
Dr. Bruce Mukanda	Sanitary and Phytosanitary Expert	COMESA
Mr. John B. Chirwa	Trade Policy Formulation and Trade Negotiations Expert	COMESA
Ms. Gloria Phiri	Research Assistant, CAADP	COMESA
Mr. Goodson Kalima	CAADP	COMESA
Mr. Julius Mathende	Inputs Specialist	COMESA
Dr. Yemi Akinbamijo	Chief Animal Resource Officer	African Union/Interafrican Bureau for Animal Resources
Dr. Julia Kinyua	National Technical Focal Point	IGAD-FAO Livestock Policy Initiative
Dr. Edmealem Shitaye	Senior Livestock Expert	Ministry of Agriculture and Rural Development, Ethiopia
Mr. Mesfin Berhanu	Coordinator, Emerging Regions Coordination Office	Ministry of Agriculture and Rural Development, Ethiopia
Mr. Joseph Kamande	Assistant Director, Livestock Production	Ministry of Livestock and Development, Kenya
Mr. Stanley Muli	Livestock Officer	Ministry of Livestock and Development, Kenya
Mr. Yonis Mohamoud	Animal Production Officer	Ministry of Agriculture, Djibouti

Facilitators

Name	Position	Organisation
Dr. Dawit Abebe	Senior Pastoralism and Livestock Policy Adviser	Feinstein International Center, Tufts University
Mr. Yacob Aklilu	Senior Pastoral Livelihoods and Trade Specialist	Feinstein International Center, Tufts University
Dr. Andy Catley	Research Director	Feinstein International Center, Tufts University
Mr. Francis Chabari	Chief of Party, PACAPS	Feinstein International Center, Tufts University
Professor Peter Little	Department of Anthropology	Emory University



Annex 2

Participant's evaluation of the training

The participants were asked to score the following statements from 1 (strongly disagree) to 5 (strong agree). The score were summated and presented as a percentage score.

Statement	Score
<i>"The training objectives were relevant to COMESA and CAADP, and regional and national partners"</i>	96%
<i>"The objectives of the training were achieved"</i>	90%
<i>"The venue of the training in Garissa town was appropriate in relation to the topic of the training"</i>	90%
<i>"The training had the right balance of presentations, discussion groups and field visits"</i>	80%
<i>"The training materials and CD-ROM were useful"</i>	96%
<i>"There is a high chance that I will actually apply what I've learnt during the training"</i>	89%
<i>"I would like to attend further training events on pastoralism and policy organized by COMESA/PACAPS"</i>	97%
<i>"I will share some of the training lessons or materials with colleagues"</i>	97%